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18 FEB 1979

MEMORANDUM FOR: Director of Logistics

SUBJECT : Position Management Survey of Printing and
Photography Division, Office of Logistics

1. The attached Position Management and Compensation Division study of the Printing and Photography Division is the second in a series of position management surveys of your Office designed to assist you in the management and control of Office of Logistics human resources.

2. This study has taken into consideration internal proposals for wage hour rate reform, external comparability review and the application of sound classification principles in arriving at position management recommendations that will enable you to attract and/or retain the best qualified workforce to accomplish the current PPD objectives.

3. As you will note under the "Statistical Summary" Section of this report, there is a slight increase in PPD average grade. It is understood that this increase can be offset by previous PMCD recommendations contained in the Supply Division report and will not result in an overall Office increase in average grade.

4. As the effectiveness of these report findings can only be measured through timely implementation and management acceptance, I request that representatives of your Office meet with PMCD as soon as possible to resolve any specific problem areas. I would also appreciate any comments you might have on the value of this survey to you in terms of improved organization and staffing.

F. W. M. Janney
Director of Personnel

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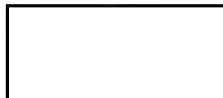
OFFICE OF PERSONNEL
SURVEY OF THE
PRINTING AND PHOTOGRAPHY DIVISION
OFFICE OF LOGISTICS
JANUARY 1976

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OFFICE OF PERSONNEL
SURVEY OF THE
PRINTING AND PHOTOGRAPHY DIVISION
OFFICE OF LOGISTICS

POSITION MANAGEMENT OFFICERS

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Printing
Photography

January 1976

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I. Summary

A. Purpose and Scope

During September 1975 through January 1976, a position management survey of Printing and Photography Division was conducted by the Office of Personnel, Position Management and Compensation Division. The overall objective of the survey has been to provide assistance to Office of Logistics Management in maintaining an effective position management program in terms of adjusting, where necessary, the position structure and grades, and insuring the most productive utilization of the Agency's personnel resources. Within the framework of the overall objective, the survey has sought to:

1. Evaluate individual positions in relation to occupational titles and grades of other positions within Printing and Photography Division, the Office of Logistics and the Directorate for Administration, applying Government-wide grade evaluation criteria as well as making external comparisons with positions in other Governmental agencies where appropriate;
2. Review and make recommendations relative to the span of management control required within the various organizational echelons, the number of deputies and organizational elements needed within the structure, and the extent to which unnecessary overlap of functions exists among the organizational elements;
3. Review and attempt to determine the appropriate professional/clerical and support positions ratios in relation to actual requirements and the extent to which there exists any duplicative effort, communications problems, or under-

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utilization/misutilization of personnel.

Overall, the survey of Printing and Photography Division included the review of Survey procedures included an initial discussion with each staff or branch chief, or his deputy, to outline the purpose of the survey, review the current organizational structure, and learn of any proposed changes in the organizational or position structure. Employee-prepared position descriptions were then reviewed and discussions held with incumbents in order to clarify or expand on specific position duties, responsibilities, and organizational relationships.

During the course of this survey, PMCD was in frequent contact with other U.S. Government agencies in the field of printing. An extensive comparability study was conducted by representatives of both the Office of Logistics and PMCD seeking information relative to the organizational structures and classification of positions involved in both printing and photography. The following departments and agencies contributed significantly to the results of this survey:

- U.S. Government Printing Office
- U.S. Geological Survey
- National Security Agency
- Defense Intelligence Agency
- Defense Mapping Agency
- Bureau of Engraving and Printing.

Recommendations regarding the proper allocation of the supergrade position within Printing and Photography Division is being withheld pending a complete review of the Office of Logistics for comparative

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purposes. It should be noted that recommended changes in grade levels, of supergrade positions may impact on grade levels of subordinate deputy and secretarial positions.

Clerical Support in Printing and Photography Division

Currently, clerical support for the entire Division is provided by the Admin Assistant, position AR97; the Secretary-Steno, position AR98; and the Clerk Typist, position AS23. Incumbents of all three positions have other substantive duties to perform, but support the requirements of the entire Division as needed. While each branch within the Division could not support its own clerk, the present system is both cumbersome and inefficient.

The Photography Branch has been authorized a Clerk typist position, and the Office of Logistics is also negotiating with ISAS/DDA for a clerical position to support the Systems Staff with its added responsibility for control of Agency duplicating equipment. PMCD supports the need for additional clerical support which these positions would provide and believes that these two additional positions will satisfy the current requirement for additional clerical support within Printing and Photography Division.

Agency Graphics Support by Printing and Photography Division

The Graphics and Visual Aids Staff, Printing and Photography Division, is responsible for providing graphics and visual aids support for the Agency. The component is severely understaffed and has difficulty providing service. Historically, Agency components which require ongoing, timely graphics support have resorted to creating their own equivalent of the

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Graphics and Visual Aids Staff. Several of these graphics shops were initially created because the Graphics and Visual Aids Staff could not respond to requirements in a timely manner. With the recent reduction of the Graphics and Visual Aids Staff to a staff of people, considerably more requests for graphics support are received than can be satisfied by the present staff.

PMCD is aware that consolidation of the Agency graphics effort has been considered in the past. Several recent developments, however, tend to warrant a feasibility study at this time. Recently, the National Endowment for the Arts conducted a study of the Agency's graphics and made a similar recommendation. In addition, the recent consolidation of courier functions throughout the Agency resulted in a more efficient and cost effective courier operation within the Agency, it has also provided a genuine career ladder for couriers who previously found it quite difficult to be transferred to higher graded courier and related supervisory positions located in other Agency components.

A consolidation of graphics functions would greatly reduce operating costs for personnel, materials, equipment, supplies and office space. Employees would benefit by an organizational structure which permits the reassignment of qualified individuals without the need for transfer to another Agency component.

In the event that graphics functions remain decentralized, PMCD recommends that a second alternative be pursued. The Office of Personnel has prepared a report concerning the establishment of Career Boards for employees dispersed throughout the Agency working in similar career

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25X9 paths, known as affinity groups. These Career Boards would be responsible for rotation and promotion of employees within the affinity group. The field of graphics is one of several examples cited in the study. There are currently [] in the Agency for Illustrators and Visual Information Specialists. This figure does not include related positions covered under other occupational titles. Many of these positions are isolated, providing no career ladder for employees who wish to stay in the field of graphics. PMCD strongly endorses the Office of Personnel Affinity Group proposal.

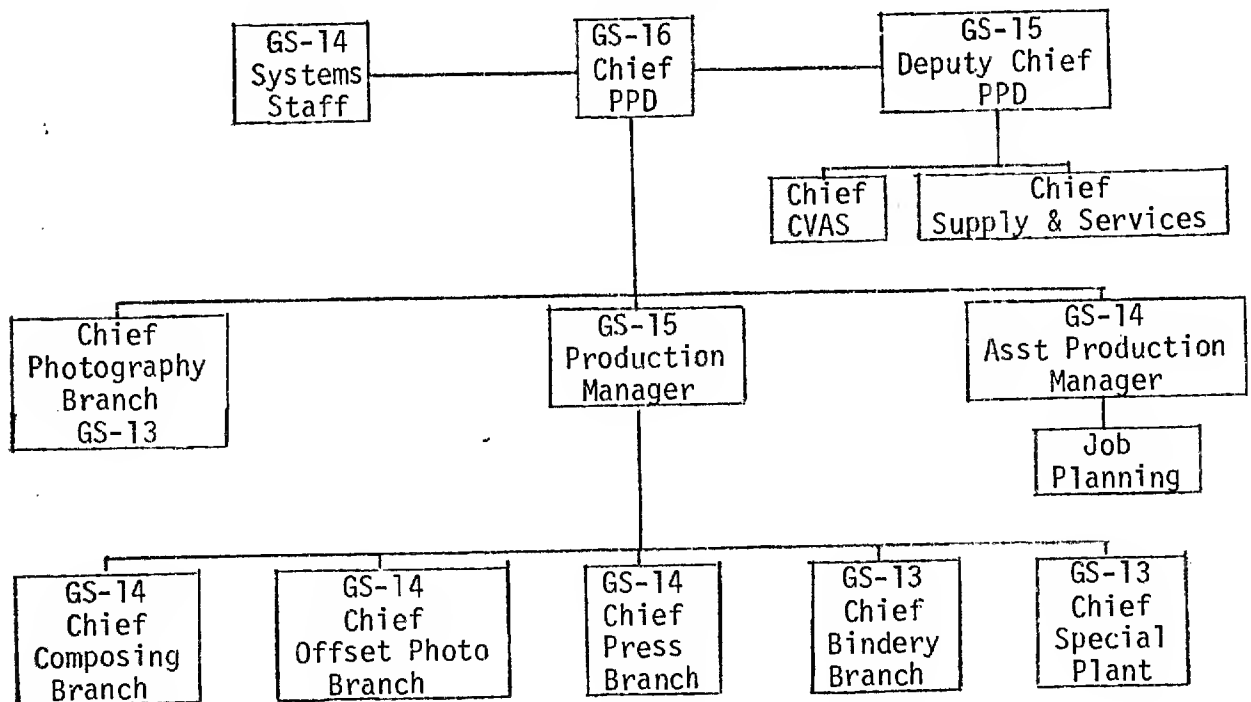
Career Progression of Specialists

Several employees within Printing and Photography Division are concerned about competition with "generalists" for promotion. Within the Office of Logistics, all employees above GS-07 are competitively ranked for promotion consideration. The current system favors the "generalist" employee who has a varied background. These generalists are easier to place in subsequent assignments because of their experience in a broad range of logistical functions. However, the Office of Logistics utilizes specialists in several positions within Printing and Photography Division. Since there are relatively few assignments into which these specialists can progress during their career, they are sometimes denied promotion to the grade level of their position because they must compete with logistics generalists for promotion to the next higher grade level. It is recommended that the Office of Logistics identify "Specialist" positions throughout the Office of Logistics and exempt the incumbents of such positions from the competitive promotion evaluation system. These employees might then be promoted based upon individual merit and established performance in

their positions without competing against generalists. This course of action would help to remove the stigma associated with assignments to "specialists" positions and likely improve the morale of these employees. The Director's Employee Bulletin [] dated 23 July 1975 also addresses this problem, suggesting creation of separate panels for competitive evaluation of specialists. STAFFINTL

Managerial Structure within Printing and Photography Division

The following is a current organizational diagram of managerial positions within the Printing and Photography Division:



A. In the past several years, Printing and Photography Division has experienced significant reductions in both personnel and job requirements. The extinction of the NIS program had a significant impact on the previously "high volume" production of Printing and Photography Division. The present Chief, PPD has instituted several significant changes in managerial responsibilities for various positions. The Systems Staff

has been expanded from [redacted] positions. 25X9

In addition, he is in the process of developing "managers" in branch chief positions which formerly were primarily involved in day-to-day production. These positions are being expanded to include fiscal responsibility; long range personnel, equipment, and program management; as well as an emphasis upon forecasting and anticipating future trends. While PMCD applauds the development of managerial supervisory positions, the effect of this downward push of management is to expand an already large managerial staff and further dilute responsibilities. Sound personnel and program management encourages the delegation of responsibility to the lowest workable level. The same principles, however, prohibit the extravagance of vertical layering of managerial functions. PMCD therefore recommends that the Deputy Chief, Printing and Photography Division, position AR95, be abolished. This recommendation in no way reflects upon the quality or substance of work performed by the incumbent of this position, but rather, reflects the increasing constraints being exerted upon personnel budget ceilings. While this position is considered by PMCD to be desirable, it is not considered essential in the effective operation of Printing and Photography Division.

B. In light of discussions with Chief, PPD regarding the current evolution of chiefs of branches in the printing production cycle, PMCD proposes that a decision regarding the classification of these positions be deferred for approximately six months. Three of the five branch chief positions have been filled within the past six months and all are in an evolutionary state. Evaluation of these positions at this time would adversely affect the grade level of some of these positions. It

is anticipated that within six months a clearer understanding of the duties and responsibilities of these positions will have been established. These positions will be footnoted "pending grade review" in the interim. Evaluation of position AT30, Chief, Special Printing Plant is included in Section III of this report, but will also be footnoted "pending grade review" pending the final organizational structure resulting from the consolidation of that printing plant.

Photography Branch

Chief, Photography Branch submitted a multifaceted proposal to: ^{STATINTL}



B. Establish a senior quality control, Photo Technologist position at the Branch level.

C. Establish a layer of quality control/senior technician positions in the Branch under the direction of the Photo Technologist.

D. Provide for grade progression for all Branch WP employees to a common journeyman grade based on progression criteria divided into five levels, requiring knowledge, capability and application of technical skills across all Branch functions.

E. Establish a clerical position to be offset by abolishment of an existing position in the Branch.

F. Establish a grade pattern in both GS and WP positions commensurate with the new position requirements, and in an equitable relationship to external photographic laboratories.

G. To review and adjust grades on selected positions in the Branch based on scope of duties and responsibilities commensurate with similar positions in other Federal agencies.

The survey approach was atypical in that the proposed structure, skill level content, and progression sequences were reviewed for conceptual acceptance. Very few position audits were conducted since existing positions do not specifically fit the projected definitions for Branch position functions. Review of the conceptual framework and selected position audits were equated to information gathered for comparability purposes through visits to five other Federal agencies with like or similar functional responsibilities. PMCD accepts the concept put forth in the Photography Branch proposal and it is reflected in a later section of this report. Not all grade levels are approved as requested. The differences are explained in position evaluation statements in this report.

Background on the GP Pay System

One objective of the PMCD survey of Printing and Photography Division was to determine the continued utility and applicability of the GP pay system. The multiplicity of pay systems in the Division is confusing for both employees and managers. In addition, the various systems are difficult to administer. During the information gathering phase of the PMCD survey many employees criticized the current GP pay system, citing gross pay inequities and inconsistency in pay administration of various positions. It quickly became apparent that either the GP pay system would have to be abandoned, or extensive updating and revision of the system would be required.

The comparability study which was undertaken in December, 1975, revealed that continued application of the GP pay system could be accomplished if major revisions could be implemented. Such revisions would have to take into consideration the following factors which surfaced through analysis of the current GP system and comparability with applications of the GP system at the Government Printing Office.

A. The Chief, Composing Branch had proposed a premium pay adaptation of the GP pay system which would provide for additional compensation for employees who displayed flexibility in performing journeyman level work in more than one specialty area of Composition. This proposal was based upon the increasing need for versatile workers because of reduced staffing levels in recent years and the increased emphasis upon rapid movement of printing "Jobs" through the printing plant. This proposed system would continue to recognize specialists, whose performance in a single composition speciality far exceeds levels normally expected of a journeyman compositor.

B. Standardization of the current GP pay system would serve to reduce employee morale problems related to pay comparability within Printing and Photography Division. In addition, such standardization would result in simpler administration of the system and provide continuity in administration of all positions within the system.

C. Discussions which were held with representatives of the Government Printing Office revealed that many of the uprate positions in the current GP pay schedule are not

comparable with similar positions at the GPO. Downgrading to achieve comparability with the GPO would have been most serious in Composing Branch. It was found that virtually all non-supervisory uprate position titles in Composing Branch which do not reflect a multiplicity of skills would have to be downgraded to the journeyman compositor level, involving nine positions.

D. Analysis of the current GP Wage Schedule reveals that, although it accurately reflected specific uprate positions established in past years, it does not prove to be sufficiently flexible to withstand drastic changes in printing processes which have taken place in the last few years. Any revision to the system would have to allow for the current state of the art in the printing industry, while adapting to anticipated changes in future years.

Proposed Revision to the Government Printing Wage Schedule

The PMCD proposal for revision of the Government Printing (GP) Wage Schedule calls for the abolition of all uprated position titles currently in use within the schedule. Newly created uprate position titles are established at the optimum level of staffing. As such, it is conceivable that no qualified incumbent within Printing and Photography Division can currently receive the maximum uprate. In such cases, an employee may be slotted against the position; however, he would be paid based upon his established performance level.

New uprate positions would continue to be computed using 105% of the applicable hourly journeyman wage as a base for computing such uprates.

A. Non-Supervisory Uprate Positions

Non-supervisory uprates would normally be established at either 103% or 107% of journeyman wage for the applicable trade. Positions established at the 107% level would be titled with "Lead" preceeding the applicable trade, i.e. Lead Compositor, Lead Offset Pressman, etc. Positions established at the 103% level would be titled with "General" preceeding the applicable trade, i.e., General Compositor, General Pressman, etc. Specific examples of duties performed at the 103% and 107% levels are discussed in detail in Section III of this report. Additional combinations of duties for uprate positions are possible, and the Office of Logistics may request approval of specific additions to cited qualifications from PMCD. PMCD will rely upon the Office of Logistics Panel System for administration of uprate positions, subject to review by PMCD as needed. Rare exceptions would call for the establishment of a 105% uprate position. Such positions would be authorized for specific combinations of skills on an incumbency allocation basis, and are discussed in Section III of this report.

B. Supervisory Uprate Positions

Considerable discussion between PMCD and Chief, PPD regarding the proper classification of branch chief positions involving supervision of GP employees has preceeded this report. The primary focus of these discussions involved whether these positions would be more properly classified under the General Schedule, or under the Government Printing Wage Schedule. PMCD was interested in conversion of these positions

to the GP pay system in order to avoid the future possibility of subordinate pay levels equaling or exceeding those of the branch chiefs. The General Introduction, Background, and Instructions for Use of General Schedule Position Classification Standards gives the following examples of work which distinguishes a GS manager from a trade or labor occupation supervisor:

- "1. Planning and revising organizational structure
2. Planning and revising programs
3. Coordinating programs
4. Planning general work flow and methods
5. Deciding overall goals and standards
6. Budgeting and exercising fiscal control
7. Determining program and organizational needs for space, personnel and equipment."

In view of the above examples of work which properly is classified within the General Schedule, PMCD concludes that branch chief positions should remain within the purview of the General Schedule. This judgment is reinforced by the expressed desire of the Chief, PPD that branch chiefs assume a greater managerial role within the Division.

Supervisory positions subordinate to the branch chiefs would be established at 120% and 110% levels. 120% positions would be titled Assistant Foreman and 110% positions would be titled Group Chief. Allocation of these positions is discussed in Section III of this report:

It should be noted that supervisory position pay rates

are based upon the highest paying trade supervised, without regard for the technical qualifications of the supervisor filling the position. Qualifications of individuals filling supervisory positions shall be determined by the Office of Logistics and administered through the "P" Panel. PMCD will monitor such positions with regard to performance of supervisory duties and responsibilities typical of these levels of supervision.

C. Apprenticeship Positions

With the exception of those positions in the consolidated Special Printing Plant, all positions previously designated as a percentage below journeyman level have been designated as 100% journeyman positions. Apprentices may still encumber these positions; however, as in the past, promotion to the journeyman level must be approved by the Office of Logistics Career Panel system.

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II. STATISTICAL
SUMMARY

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III. INDIVIDUAL COMPONENT
REPORTS

A. OFFICE OF
THE CHIEF

Printing and Photography Division

Office of the Chief

The immediate Office of the Chief, Printing and Photography Division is currently staffed with As cited in Section 25X9 I of this report, PMCD recommends the deletion of the Deputy Chief position (AR95) in light of the abundance of managerial positions within the Division.

Allocation of positions within the Office of the Chief are confirmed at their present levels; however, evaluation of the Chief, Printing and Photography Division will be made subject to completion of the Office of Logistics surveys. Any change in the allocation of supergrade positions may affect allocation of the secretarial positions.

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Photography Branch

General

Evaluation of Photography Branch (PB) positions is based on a combination of criteria derived from position standards, internal comparisons, and external comparability. Each position grade determination in this report is a result of analysis which includes elements from all three sources of criteria.

Chief, Photography Branch has proposed, and PMCD approves a definition of full journeyman Photographer-General competence at the WP-19 level, theoretically attainable by all Branch employees. Progression to the WP-19 level is defined in position descriptions in terms of five levels of work with correspondingly progressive levels of individual responsibility for complete work processes. Advancement is based on acquisition and application of the skills defined for each prior skill level in addition to that for which advancement is considered. Skill levels are specifically defined in terms of increasing complexity and difficulty. Employees promoted through this system are expected to provide full performance capability at the grade level assigned and at all below that level as workload requires.

Positions are established at levels which equate to the peak grade for each of levels I through V in the position descriptions, WP-07, WP-11, WP-15, WP-17, and WP-19. Criteria for progression within skill levels has been developed by the Chief, PB and conforms with the position requirements defined in the position descriptions.

Supervisory grades were evaluated on the basis of the Interdepartmental Lithographic Wage Board standards for determination of supervisory position

grades. Grade WP-19 is used as the representative level of work supervised, a significant factor in supervisory grade evaluations.

A senior position responsible for direction, research, establishment and enforcement of standards and participation in an enhanced Branch quality control program is established at the GS-12 level. This position was proposed for allocation at WP-34. Position functions and qualifications requirements are those required of a Photographic Technologist and cannot be properly classified in the wage system.

Four positions involved in specialty aspects of the quality control program are established as requested. Incumbents of these positions will receive technical supervision and performance evaluation from the Photo Technologist.

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PMCD Determination:

The structuring of these positions is in accordance with the proposal presented by the Chief, Photography Branch.

Grade levels for positions AS93, AS94 and the new Photographer-General Supervisor differ from those requested. WP-29, WP-25 and WP-23 were proposed for the three positions. The positions have been evaluated in concert with comparability data and with the Interdepartmental Lithographic Wage Board standard for evaluation of supervisory positions.

The WP-21 Photo-Gen Sup position is intended for the supervisor of

the night shift and is held at a lower level than the assistant Section Chief (AS94) on the basis of more restricted scope of responsibilities and supervision of a significantly smaller workforce. Chief, Photography Branch indicated that the scope of work performed on the night shift and the size and skillmix of the workforce has potential for change based on growing and changing requirements. If such circumstances become fact, PMCD should be requested to review this position for possible adjustment in grade level.

The two WP-21 Photo Technician positions compare directly with positions of comparable responsibility in external organizations. These are the Image Forming and Image Processing quality control positions requiring extensive experience and expertise in operating methods and controls throughout all the black and white processes.

Worker level positions are shown at the WP-07, WP-11, WP-15, WP-17 and WP-19 levels. These represent the peak grades in levels I through V as defined in the position descriptions. Position AS98, at WP-19, represents the peak of level V and requires full competence throughout the black and white and the color sections in order to qualify for the grade. The ILWB system provides for promotions in multi-grade progressions within a single promotion action. To establish positions at all intervals between the proposed entry WP-02 and the fully qualified and operating technician at WP-19 would serve no purpose. Control within the system is established by the definition of functional duties and responsibilities in the position descriptions for levels I through V. In addition Chief, Photography Branch has developed promotion criteria which applies to progression within and through the several levels and provides for a span

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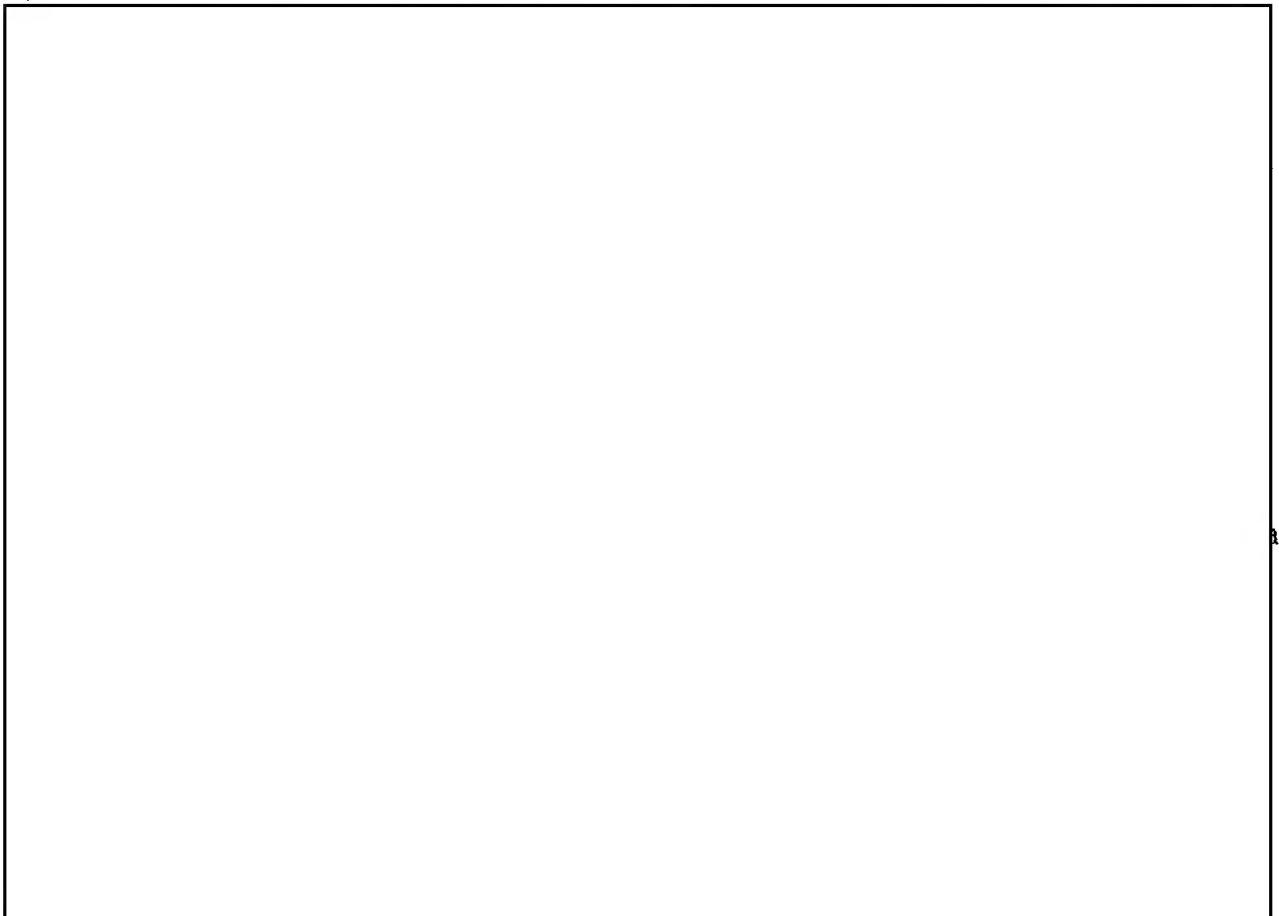
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Office of the Production Manager

Government-wide classification criteria and comparisons with other related Agency positions have been used to determine proper grade levels within the Office of the Production Manager. Since the primary function of the Office is the planning of printing jobs through the Main Printing Plant, the journeyman level planning position (AV20) was evaluated first. Other positions within the Office of the Production Manager were evaluated on the basis of their relation to the journeyman planning position, as well as analysis of the substantive duties performed. PMCD was impressed by the clear delineation of duties and the relatively smooth flow of work thru the Office, in light of the heavy workload encountered.

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Composing Branch-Day Shift

PMCD wishes to commend [] for the thought and imagination that went into his proposal for recognition of versatility in the construction of the Government Printing Wage Schedule. PMCD is pleased to have been able to utilize his concept in the formulation of the revised schedule.

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Recognized Specialties in Composing Branch

Journeyman level performance in the following specialty areas of Composing Branch is considered to be at the level of work performed by peers in Composing Branch, or as determined by utilizing available industry standards, whichever is higher. These specialties are subject to further refinement, subject to discussions between PMCD and Printing and Photography Division management.

Linotype Operation

Monotype Operation (Monotype Key and Monotype Castor Operation)

Hand composition and operation of related equipment

Operation of photo-imaging devices

Offset Stripper-Compositor

Full maintenance of Linotype machines

Full maintenance of Monotype Key and Castor

Full maintenance of photo-imaging devices

Proofreading.

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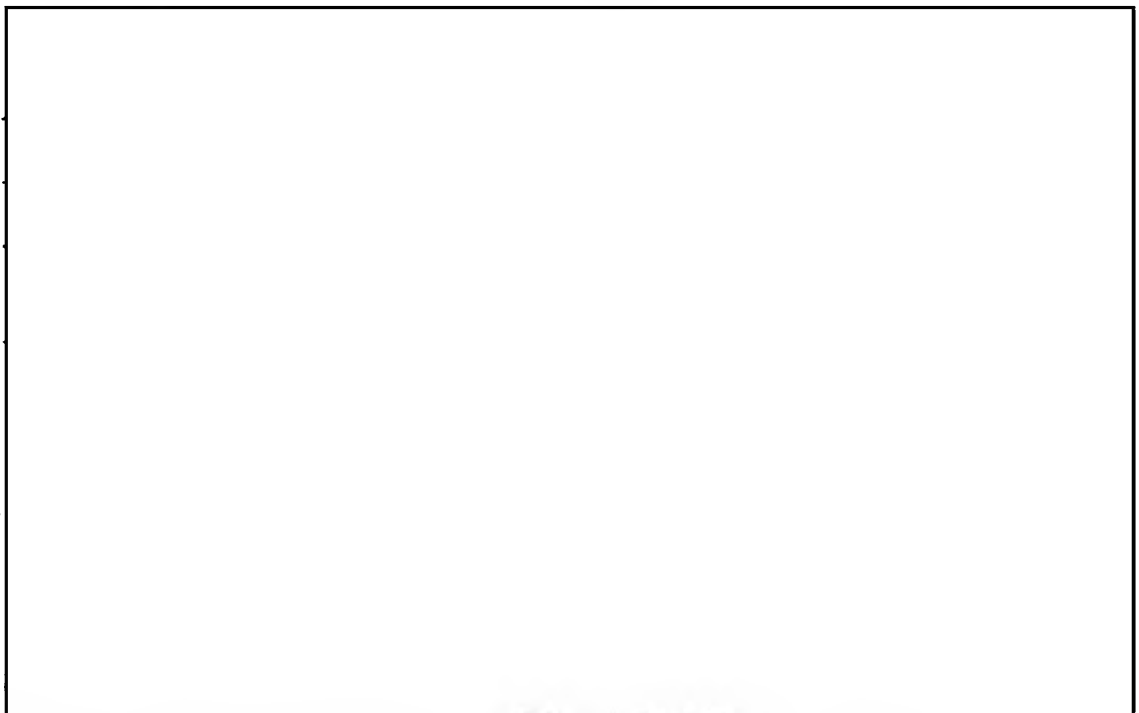
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Special Printing Plant

The Office of Logistics has recently approved plans for consolidating the Special Printing Plant, currently located on the 7th floor in Headquarters Building, with the General Printing Plant, currently located on the ground floor in Headquarters Building. The new plant will be called the Special Printing Plant and will be located in the same space that was previously allocated for the General Printing Plant. PMCD concurs in the consolidation, and commends Office of Logistics Management for accomplishing what has been attempted several times in the past. At the time of this report, Printing and Photography Management has a fairly clear conceptualization of required positions, duties, and responsibilities in the Special Printing Plant. The following is a listing of positions proposed by management with PMCD determinations based upon available information. All positions in the Special Printing Plant will be designated "Pending Grade Review," which will be accomplished once position duties and responsibilities have been firmly established and the consolidated plant is in full operation.



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